

Message Text

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ACTION EA-09

INFO OCT-01 EUR-12 ISO-00 CIAE-00 DODE-00 PM-04 H-01

INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02

SS-15 USIA-06 OES-06 DLOS-09 COME-00 EB-08 EAE-00

TRSE-00 /090 W

-----151113Z 088393 /12

P R 150958Z APR 77

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC PRIORITY 7007

INFO AMEMBASSY MOSCOW

AMEMBASSY SEOUL

USLO PEKING

USMISSION EC BRUSSELS

C O N F I D E N T I A L TOKYO 5508

E. O. 11652: GDS

TAGS: PFOR, EFIS, UR, JA

SUBJ: JAPAN-SOVIET FISHERIES TALKS SUSPENDED

REFS: A) TOKYO 4923, B) TOKYO 5110, C) TOKYO 5194

SUMMARY: JAPAN-SOVIET FISHERIES TALKS BROKE OFF AGAIN APRIL 14 BECAUSE, SAID FONOFF, SOVIETS WOULD NOT DESIST FROM ATTEMPT TO ACHIEVE DE FACTO GOJ RECOGNITION THAT DISPUTED "NORTHERN TERRITORIES" INCLUDED WITHIN USSR 200-MILE FISHING ZONE. BEFORE TALKS RESUMED IN MAY, GOJ EXPECTED TO HAVE OWN 200-MILE ZONE ENACTED AND TO HAVE SOVIETS WORRIED THAT JAPANESE MOVE TOWARD PRC IMPENDED. THERE SEEMED POSSIBILITY THAT WITH ADVERSARIES ON "MORE EQUAL FOOTING," SOVIETS MIGHT CHOOSE TO LIMIT AGENDA ONLY TO FISH. THOUGH GOJ MIGHT HAVE TOYED WITH NOTION OF EASING STANCE ON NORTHERN TERRITORIES, EMBASSY THINKS IT NOW EVIDENT GOJ CONSIDERS MAINTENANCE OF TERRITORIAL CLAIM MORE IMPORTANT THAN ASSURANCE OF ACCESS TO SOVIET FISH. END SUMMARY.

1. JAPAN-SOVIET NEGOTIATIONS OVER JAPANESE ACCESS TO NEW SOVIET 200-CONFIDENTIAL

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MILE FISHERIES ZONE BROKE OFF AGAIN APRIL 14. ACCORDING TO MEDIA, GOJ AGMIN SUZUKI WILL RETURN TO TOKYO APRIL 16 WHILE COUNTERPART, USSR FISHMIN ISHKOV, WILL LEAVE MOSCOW FOR TALKS IN EUROPE WITH EEC. JAPAN-SOVIET TALKS ARE EXPECTED TO RESUME IN EARLY MAY.

2. DEPDIR AOKI OF FONOFF FIRST EAST EUROPE DIVISION TOLD EMBOFF THAT SOVIET REFUSAL TO DE-LINK QUESTION OF SOVEREIGNTY OVER DIS-

PUTED ISLANDS NORTHEAST OF HOKKAIDO (THE "NORTHERN TERRITORIES") FROM FISHERIES NEGOTIATIONS STYMIED AGREEMENT OTHERWISE REACHABLE. HE ADDED THAT FONOFF WAS NOT, REPEAT NOT UNHAPPY WITH SUSPENSION OF TALKS. IN INTERVAL, BILL TO ESTABLISH GOJ'S OWN 200-MILE ZONE WOULD BE INTRODUCED IN DIET CIRCA APRIL 20 AND SPEEDILY ENACTED WITH MULTI-PARTISAN SUPPORT. AT SAME TIME, FONOFF WOULD SEEK TO LIGHT FIRE UNDER RUSSIANS BY ENCOURAGING MEDIA SPECULATION THAT JAPAN NEARING DECISION TO SIGN PEACE AND FRIENDSHIP TREATY WITH PRC. JAPANESE MIGHT THEN RETURN TO MOSCOW ON "MORE EQUAL FOOTING," AND POSSIBLY FIND USSR READY TO HELP FINESSE NORTHERN TERRITORIES QUESTION.

3. AOKI AGREED THAT GOJ NOW SEEMED -- DESPITE SOME CONTRARY INDICATIONS LAST WEEK (REFS B AND C) -- RESOLVED TO REMAIN FIRM ON TERRITORIAL CLAIM AT EXPENSE OF FISHERMEN. FISHERMEN WOULD GET SOME HELP, IN FORM OF EMERGENCY LOANS. EMBOFF'S SOUNDINGS IN FISH-CONSCIOUS HOKKAIDO EARLY IN WEEK SEEM TO CONFIRM FONOFF JUDGMENT THAT THIS IS VIABLE POSTURE; SOURCES THERE BELIEVED THAT JAPAN COULD NOT RELY ON SOVIET ASSURANCES OF ACCESS TO FISH IF TERRITORIAL CLAIM WERE COMPROMISED.

4. AOKI SAID THAT INDICATIONS OF JAPANESE MOVEMENT TOWARD CHINESE WHICH MIGHT DEVELOP WOULD BE RUSE INTENDED TO WORRY SOVIETS. HE SAID ALSO THAT KOSYGIN HAD INCIDENTALLY REPROVED GOJ EMISSARY SONODA FOR GOJ HANDLING OF MIG-25 AFFAIR LAST SEPTEMBER, AND THAT LESSER SOVIET OFFICIALS IN MOSCOW AND TOKYO HAD TOLD FISHERIES AGENCY OFFICIALS THAT MIG-25 WAS INDEED FACTOR UNDERLYING USSR'S TOUGHNESS IN FISH TALKS.

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5. AOKI FOUND SILVER LININGS IN SUSPENSION OF NEGOTIATIONS. THAT SOVIETS HAVE CARRIED ON SO, HE SAID, CONSTITUTED IMPLICIT RECOGNITION THAT NORTHERN TERRITORIES WERE IN FACT PENDING BILATERAL ISSUE, AS JAPANESE HAVE MAINTAINED. FURTHER, ALTHOUGH JAPANESE OBJECTIVES IN FISH TALKS HAVE BEEN PURELY DEFENSIVE, SHOULD SOVIETS NOW AGREE TO DE-LINK NORTHERN TERRITORIES FROM FISH, PUBLIC WOULD INTERPRET RESULT AS JAPANESE DIPLOMATIC VICTORY. SHOESMITH

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